DOCUMENT RESUME

ED 053 417 CG 006 565

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TITLE NAPPA Papers on Accountability: To Whom, For What, and By What Criteria?
INSTITUTION National Association of Pupil Personnel Administrators.
PUB DATE Oct 70
NOTE 28p.; Speeches presented at National Association of Pupil Personnel Administrators Annual Conference (52nd, Indianapolis, Ind., October 28-31, 1970)

EDRS PRICE EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS Community Control, Counseling Effectiveness, *Counseling Services, *Educational Accountability, *Guidance Objectives, Pupil Personnel Services, *Pupil Personnel Workers, *Responsibility, School Community Relationship

ABSTRACT

These 3 papers explore accountability in education: implications for guidance workers; accountability -- to whom, for what; and accountability from the point of view of a chief administrator. The first paper promotes a 4 step action plan to help the practitioners of guidance "get their house in order": (1) balancing burdens with capabilities; (2) stating these burdens in comprehensible language and then plunging into the derivation of objectives reflecting specific behavior; (3) identifying criteria measures for evaluating progress toward objectives; and (4) discovering alternate, cost effective strategies for reaching the stated goals. The second paper proposes the thesis that accountability suffers from the same ills as American education -- white control, and advocates that minorities become involved in community control and participation in their children's schools. The final paper asks 4 questions regarding counselors and accountability: (1) do kids find counselors helpful? (2) can we get the psychologist to become a practitioner, not a paper-pusher? (3) should counselors spend time with both normal and problem children? and (4) shouldn't we offer counseling and tangible suggestions rather than nothing at all? (TA)

ED053417

National Association of Pupil Personnel Administrators

NAPPA PAPERS

on

ACCOUNTABILITY

To Whom, For What, and By What Criteria?

Speeches Presented at

the

Annual Conference

October 28-31, 1970

Indianapolis, Indiana

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NATIONAL ASSOCIATION OF PUPIL PERSONNEL ADMINISTRATORS

Annual Conference
October 28 - 31, 1970
Indianapolis, Indiana

ACCOUNTABILITY IN EDUCATION: IMPLICATIONS FOR GUIDANCE WORKERS

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An important change has come into what Americans expect of their public schools. The optimism about their value is still there and continues strong but serious doubts have arisen about the school systems' ability to actually deliver on its promises.

Accountability has to do with honoring promises. It is the matching of intent to results; the comparison of what was supposed to happen to what actually happened. In education, accountability is the policy of demanding regular independent reports of promised student accomplishment for dollars provided. It is the hair-shirt policy--the responses at budget-passing time to the request for more money with the question, "What did you do with that other money?" It is not performance contracting, or behavioral objectives, or PPBS, though these inventions may be useful in implementing an accountability policy. In the final analysis, accountability is the final analysis--the hearing to get the facts, to determine worth, to check results. It brings to school instruction the same flavor of inspection and feedback brought by the fiscal auditor to school finance.

Our public elementary and secondary schools enroll more than forty-four million students, employ close to two million teachers and spend about forty billion dollars in tax funds annually. We have all kinds of measurements of where the money goes and we have an elaborate and

mandatory outside review to account for the monies spent through the mechanism of a fiscal audit. We can pin down per-capita expenditures in any school district in the county and clearly state how much any one of these spent for construction, and service on its debt. We can enumerate pupil-teacher ratios and library volumes per child ratios.

But we have virtually no measurement of the results that the educational enterprise yields. We do not know, for example, what it costs, on the average, to increase a youngster's reading ability one year; all we know is what it costs to keep him seated for one year. It would make much more sense if we included, along with the "per-pupil cost," a "learning-unit cost." This would focus attention on the level of learning and the accomplishments of children along with the analysis of costs of maintaining them in school. At its heart, the only acceptable definition of effective teaching centers on how well the students learn. Accountability is the policy declaration (together with a variety of techniques) to implement that policy which focuses attention on results.

Does the public expect that as a result of having spent x millions of dollars, it will have y number of teachers or z number of counselors? Does it expect to own a given number of textbooks, of test tubes and analytical balances, of trombones and world globes?

Obviously not. What it expects from its investment is educated children with the demonstrated competence to meet their own and society's needs to the full measure of their potential.

There are many signs that accountability as a "proof of results" policy is taking hold.

In his March 3rd education message, President Nixon stated,

> From these considerations, we derive another new concept: accountability. School administrators and school teachers alike are responsible for their performance, and it is in their interest as well as in the interests of their pupils that they be held accountable.

Governor Russell W. Peterson, newly elected chairman of the Education Commission of the States, in a speech to the Commission this year entitled, "Accountability in Elementary and Secondary Education," said,

> As governor, I am accountable for achievement of these specific goals (referring to the state's goals in his "Future of the State" message).
>
> Governor Peterson continued, "I wince a little in reviewing my objectives for education from the same speech. All the goals are inputs, such as completing the institution of state-supported kindergartens; establishing community schools; completing the upgrading of occupational-vocational education; and establishing pre-kindergarten programs by 1976. Why couldn't I list as goals for education: reducing the high school dropouts by 50% or insuring that every child who left the schools could read and comprehend political and economic news, so that he could function effectively as a literate voter in our democracy?"

An accountability policy has three basic elements: demonstrated student accomplishment, independent accomplishment audits and public reports. It requires the regular independent review of results obtained for resources expended. Several major effects upon education attend serious efforts to implement such a policy. Some of the more important of these consequences are:

1. The focus of the schooling enterprise will dramatically shift from teaching to learning, from input to output, from process to product, from courses taken to competence demonstrated.

2. People will understand and appreciate the independence of teaching and learning. There can be teaching without learning and learning without teaching. What counts is the effectiveness of teaching--and this is determined by results.
3. The basis of the notion of "quality" education will be altered. Accreditation will focus on achievement, on accomplishment, on student competency as emphatically as is now done on such process indicators as degrees held by teachers, spaces provided and dollars spent.
4. There will be a drastic impact on teachers who "curve" students, thus regularly failing a proportion of the class and we shall see the growth and adoption of real standards--criterion-referenced and performance standards--instead of relative positioning on vaguely known validation groups.
5. Professional labeling of students as slow, retarded, or underachieving or culturally disadvantaged and the like will be recognized as self-defeating and poor substitutes for professional expertise and serious attempts will be made truly to individualize instruction.
6. Educators will scramble to develop a technology of instruction--to find and use "what works." It must be remembered that technology includes but is not limited to equipment. The probability is high that in instruction, the most important part of what works is competence in interpersonal behavior and motivation.
7. The educational practitioner will begin to distinguish

between good educational practice, poor practice and mal-practice--and more swiftly and adroitly to strengthen poor practices and eliminate mal-practice.

8. A serious attempt will be made to understand and develop productivity in education, including the search for more cost-effective and efficient educational processes.
9. Issues previously avoided will finally be seriously confronted. Among the more important of these issues will be the following:
   a. What are the unique contributions of the school system to the broader societal education system and what are its limitations?
   b. For what are personnel responsible and to whom are they accountable?
   c. What arrangements and consortia can be developed to enable schools to carry burdens for which they lack capability?
10. Performance contracting, PPBS, and the extensive use of performance objectives will be widely adapted and adopted as tools to strengthen professional competence and communication with clients.

Perhaps the one division of education that can least afford to assume either an ostrich-like or defensive position in regard to the issue of accountability is the division of guidance. Those of us who are guidance workers need to be reminded that guidance is a unique American phenomenon and perhaps owes its very existence to a well-developed economy. Under-developed and less-developed nations are unlikely to devote severely limited

educational funds to a practice dedicated to tuning its citizens to "Maslovian" peak-experiences. Nations struggling to meet the more basic needs on Maslow's hierarchy can hardly be expected to devote high priority to self-actualization. Education is entering an age of accountability and is undergoing the stark and rigorous analysis of an appropriations hearing where only high priority needs can be funded from among an overwhelming array of genuine needs. Under these conditions, support for the practice of guidance, even in this affluent society, may receive a real drubbing. Teachers and administrator groups have already demonstrated a disposition to abandon and sacrifice many guidance efforts in order to buttress their own financial security in negotiations with school boards and legislatures.

This suggests that those spokesmen of the formal education process who can most articulately discuss their missions, display their validated practice and demonstrate their effectiveness will compete more successfully for tight monies. Seen in this light, the guidance field with its overly-ambitious and somewhat mystical goals, its want of communicable road maps for attainment of objectives and its failure to demonstrate effectiveness, is particularly vulnerable.

Such a characterization of the plight of the pupil personnel service is not meant to promote despair. Indeed, the concern expressed is prompted out of sympathy with and dedication to its basic commitment--the preservation of the dignity and individuality of students. However, such noteworthy goals become mere word magic when practitioners are unable (and even unwilling) to specify technologies or demonstrate results. Perhaps guidance workers have assumed burdens beyond their

capabilities and consequently have placed themselves in a very precarious position.

What does all this mean for the practice of guidance? At the very least, it means that the cloistered nature of many guidance activities will come under public scrutiny, and at most it could mean failing support for the guidance effort, if it fails to demonstrate its effectiveness. Obviously, all of this is not going to happen tomorrow, but the storm clouds are gathering and the precious "lead time" should be used to get one's "house in order."

Getting one's house in order involves (1) adjusting burdens to capabilities; i.e., not taking on more than one can accomplish; (2) stating these goals or burdens or promises in molar language for inspirational value but plunging immediately into the derivation of objectives reflecting specific and demonstrable (auditable) behavior; (3) identifying criterion measures using a variety of modes of proof for evaluating progress toward objectives; and (4) discovering alternate routes and strategies for reaching goals with special attention to those which are cost effective. This four-step action plan may be valuable not only because it will be an appropriate response to accountability as policy but because the guidance worker will likely experience much personal satisfaction from the clear direction and feedback resulting from this clarity of role and function.

In pursuit of such a professional response to accountability, I would urge pupil personnel administrators to:

1. Help their personnel diagnose and describe the degree of predictable improvement that can be achieved by each child

served.

2. Compile and audit data based on actual experience to provide a storehouse of good practice.
3. Design precise, individual systems capable of identifying, in terms of performance criteria, the strengths, weaknesses and actual benefits obtained by each student as he proceeds through his formal education career and beyond.
4. Design programs to train the staff in the effective introduction, use and monitoring of good practice.
5. Provide plans for involving and informing other education workers and the community about successful practices.
6. Apply the recognition that all school personnel share responsibility with the home and the client for achieving results, each partner being accountable for executing those phases in which he is most competent.
7. Develop charters of accountability with personnel which:
   a. Introduce high but realistic expectation of results coupled with processes supported by extensive research data.
   b. Challenge assumptions based on normal curves or any testing data which is negative or defeatist.
   c. Allows for a realistic time period in which to achieve and measure sustained advances in student competency.
   d. Focuses on the continuous development in the staff of the skills and competencies required to implement a system of individualized guidance.

e. Encourages the establishment of a cost-effective, business-like system of orientation to results and a commitment to continuous evaluation of auditable progress for student and guidance worker alike.

William James, the great Harvard psychologist, observed that we can gain good habits by acting out the desired habit until it becomes automatic.

In the 1970's, we ought to act as if public schools are on trial and public education is threatened...it is!

In the 1970's, we who are paid employees in education ought to act as if the credibility of our profession depends upon our becoming accountable for improved student accomplishment...it does!

Making, breaking and delivering on promises has become a central concern in our fast-changing complex society. In a simpler age, a man's word was his bond and a firm handshake was enough to seal a bargain. Performance contracts and independent audits certainly were not needed, for failure to deliver was easy to observe and the consequences of a broken promise could be overcome. That this is no longer true can be attested by all of us who have experienced defective drugs, shoddy and dangerous service and mal-practice in essential institutions--including education.

The notion of accountability is not new in education. Plutarch, the great thinker of classical antiquity, wrote about 2000 years ago the following passage:

> Such fathers as commit their sons to tutors and teachers, and themselves never at all witness or overhear their instruction, deserve rebuke, for they fall far short of their obligation. They

> ought themselves to undertake examinations of their children every few days and not place their trust in the disposition of a wage earner; even the latter will bestow greater care on the children if they know that they will periodically be called to account.

Perhaps the most fitting summary of the power of accountability is provided by the desperate action of a mayor of a drought-stricken Mexican town. Robert Silverburg, in the book, The Challenge of Climate: Man and His Environment, quotes the ultimatum issued by the mayor to the clergy to hold them accountable for results:

> If within the peremptory period of eight days from the date of this decree rain does not fall abundantly, no one will go to mass or say prayers...If the drought continues eight days more, the churches and chapels shall be burned, missals, rosaries and other objects of devotion will be destroyed...If, finally, in a third period of eighty days it shall not rain, all the priests, friars, nuns and saints, male and female, will be beheaded.

Fortunately for the clergy, Divine Providence responded to this no-nonsense approach by sending torrential downpours within four days.

The crises in delivery on promises in education are not quite that bad, but the moral is clear: results are what count, not promises or lamentations.

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ACCOUNTABILITY - TO WHOM, FOR WHAT

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The responsibility of pupil personnel administrators and their staffs cannot be separated from the general concern and criticism of school experience in this country. Personnel administrators claim that the purpose of the services they direct are the same as the program of the total school, and consequently, their staffs exist to advance the aims of education established by the school. This statement indicates that the concern of the school is the same as that of the pupils. Perhaps this is true, but it is also true that the school is representative of concerns other than pupils. In this country, personnel administrators and students are aware of the fact that their destiny is determined by power blocks. There is the power of institutional bureaucracy, professional groups, the legal system, welfare, draft boards, unions, financial aid, politicians, and others which are controlled by the adult world. When students are verbalizing their concerns against the establishment, they claim adults are not listening; that adult words do not agree with their deeds; that little has changed with traditional school routines; that repressive attitudes toward their concerns have increased; and that schools remain more concerned with preparing them for college "training" than how to live in this world of men. Is it realistic to believe that pupil personnel administrators and staff can adequately serve pupil needs when the power block which "tolls their bell" stress school needs?

Traditionally, the role of the personnel administrator has been determined and defined by the chief school officer. The philosophy, values, and attitudes

of the chief officer is reflected in the services rendered to the school. He employs the kind of personnel director who understands what he wants done. In small units he instructs the school principal likewise. In addition, pupil personnel administrators are hired to relieve the superintendent of most disciplinarian functions whether academic or social. Therefore, the legitimacy of the pupil personnel administrator stems from the direction of the chief school officer. He is directly accountable to this official and indirectly to parents and perhaps pupils.

In order for personnel administrators to facilitate this responsibility, much of their time is spent controlling academic standards, vocational and educational guidance, and the social life of "whole" students. In recent years, much interest has been extended toward able students, and some interest toward juveniles, average, and disadvantaged pupils.

In the true sense of the role function of personnel staffs, they have been the officers of law and order in our school, they have determined what study "tracks" pupils should follow. They have determined what pupils should be taught by certain teachers. They have tried desperately to make their decisions appear scientific and fair through standardized tests and inventories. They have selected which students should receive help. They have helped to decide who should be "kicked-out" of school. They have decided who should experience counseling. And they have proposed which parents should be contacted. These are some of the duties performed by personnel staffs in their attempt to serve the goals of the school influenced by the chief school officer. Consequently, if personnel workers are criticized for being disciplinarians, if they are criticized for serving the chosen few, if they are criticized for practicing too much objectivity with a subjective being, and if they are confused with respect to their role function, the superintendents and principals who shape that role through

their block of power must answer for their share of interference. It is only within this system of the bureaucratic power structure that accountability has practical meaning.

This is where the "buck" starts and stops whether you are measuring the amount of information stored by students over a period of 180 school days, whether you are concerned with measuring the quality and attitudes of personnel staffs, or whether you are measuring the per capita cost of personnel service in relationship to the per capita improvement of the student's surrounding community. In any event, if you are pleased with who "rings your bell," so well and good. If you are unhappy with this parasitic status, what risks are you willing to take in order to answer directly to the clientele you serve rather than through a middleman?

Why is there such a fuss about accountability in education today? I dare say that most school executives are conservatives and extend school practice based upon law and order, Christian ethics, and dominance by the college oriented curriculum. In spite of student protest, most administrations have not changed basic beliefs and practices regarding educational matters. Educators in this wealthy nation have had the opportunity to work in modern facilities and carry out all kinds of programs and experiments, yet the education and concern of all children in this land remain a "white lie."

If the above humanistic elements have not brought forth results for all citizens' children, there is some question in my mind whether the present accountability fad offers much promise. I believe that the major stimulus which gives rise to the subject stems from the pattern and attitudes established many years ago.

The first instance of standing responsible for teaching and learning occurred with the passage of the Massachusetts Bay Law of 1642. The white

Anglo-Saxon Protestants' parents and masters of apprentices were to be fined when the pupils to whom they were responsible did not learn to read and write. About this same time, the educational experiences of Black and Indian children were either ignored or, in some cases, forbidden by law with the threat of fines and/or imprisonment. This meant that "up-south" and "down-north," in this country, the educational pursuits with people of color was not deemed a serious venture. And therefore, the white power "boys" established the precedence that they were responsible for the education of their children, and that educational matters regarding other people's children belonged to them as well.

When educational activities were made operational for the children of Blacks, it was separate and unequal to that of white youth. Black people attacked this proposition through the efforts of the NAACP plus the written words of Kenneth B. Clark's Effect of Prejudice and Discrimination on Personality Development. In 1954 the U.S. Supreme Court declared the separate but equal doctrine in education unconstitutional. Ten years hence the pattern and attitudes set in 1642 regarding educational accountability to white people continued to remain in tact. Thus the Civil Rights Act of 1964 was passed to plug the holes in the 1954 law. In addition, funds were appropriated by way of the Elementary and Secondary School Act of 1965 to compensate for the continued inequality of educational benefits between white and black children. The pupil personnel people obtained a special "whack" at the problem through the National Education Defense Act. Guidance institutes were established to prepare more and better personnel to assist with the problems of youth. Yet throughout this period, significantly more Black youth continued to be absent from the benefits of schooling, occupations, and advancement in the society. All of these Acts have not solved the problem. Token desegregation continues to reign and whites remain in control for the educational advantage of white youth. The white power

structure has justified skirting the law and the expenditure of millions of dollars for more of the same by conducting famous surveys and reports.

In 1966 James Coleman and "company" was chosen to survey the availability of equal educational opportunity for individuals by reason of race, color, religion, or national origin in public educational institutions at all levels in the United States. The report was published under the title Equality of Educational Opportunity. Can you imagine it required $1.5 million to discover that equal educational opportunity did not exist? that perhaps people were more important than building and math? that the educational dollar is spent in greater amounts in white schools? and that Blacks are bitter about the blunders white folk are making with the education of their children?

This is the picture of accountability in education and in personnel administration designed by, for, of, and to whom--the white Anglo-Saxon Protestant. The current squabble in the bussing of children to gain more desegregation coming from politicians, suburbanites, and some superintendents is by far a reaction to the accountability of white citizens than black ones.

By reason of these circumstances, I am suspicious that the present accountability efforts are a reaction to the failure of de jure and de facto.

I get the feeling that this is a neat game to insure accountability to white citizens that the education of their children is safeguarded, in spite of desegregation, and that the plan will minimize the presence and participation of minority group children, teachers, and personnel workers in the same school. I get the feeling that this campaign of accountability is directed toward a national testing scheme based on white norms, to guarantee a tracking system, and white control with national sanctions. I get the feeling that the ghost of 1642 still haunts the premises of genuine educational services to all children.

Pupil personnel practices and attitudes are not foreign to this pattern. When credit is given for the positive accomplishments of personnel workers, it is common to hear about the students from middle-classed surroundings. Personnel workers have assisted these youth with getting into technical skills training and college bound tracks, staying in school, getting into and directing school social functions, and obtaining scholarship aid among other "goodies."

Perhaps by-gones should be just that if it were not for the fact that racists' customs, attitudes, insincerity, and caste sanction toward minorities and their children continue to be the usual rather than the unusual with school accountability. Although the personnel workers' creed is steeped in glowing humanistic language, it is noticeable that they have been absent from the fight of minorities to gain human dignity for their children in or out of school.

It was students who insisted upon changing some of the status quo. It was the students who demanded their civil rights, who questioned the relevance of their educational experiences, who challenged the impersonal attitudes of professionals, who demanded representation of their kind on committees and boards that influence their well being. Pupil personnel workers have not been viewed as allies on these frontiers. Maybe they work best as the "silent majority" of the establishment. As Richard Hatcher has stated:

> I don't trust the silent majorities. It was members of the silent majority who stood by and watched Kitty Genovese die screaming on that New York street, and never lifted a finger to aid her. Hundreds of years ago when the vocal minority advocated a belief that the earth was round instead of flat, who supported the view of the flat earth? The silent majority! When the vocal minority proposed that the sun, and not the earth, was the center of our solar system, who offered death or imprisonment to those who held this view? The silent majority! When the German Reich systematically murdered six million Jews, what group of German people gave support to their government? The silent majority!

It is also noticeable from the census and growth of suburbs that the inner city school population is becoming increasingly black while proportionately the

superintendents, school principals, personnel administrators and their staffs are becoming increasingly white. Is it reasonable to expect black youth to derive increased educational benefits under this arrangement? If laws, creeds, moral persuasion, and T-groups cannot change white racist attitudes regarding educational accountability, it is no longer tenable for Blacks to keep faith with futility.

Therefore, I strongly support the idea that Black people and other minorities put their energies into the community control of all educational resources which effect the lives of their children. This means they must insist upon the major role when the final decision is made regarding budget, school construction, curriculum modifications, and the hiring and firing of all school personnel. The black community can no longer afford to support the educational establishment which does not work for the best interest of black children as outlined and agreed upon by them. There is no doubt in my mind, the educational crisis of black people was set into motion by the absence of educational accountability and community control; therefore, these two factors must be under their command if the masses of black children are to obtain their just rewards through the established system of education.

Once this notion is in process, attention must be directed toward the development of personnel workers who will be held accountable in working with black youth:

> They need to know about and admit to the racist posture of this country, which has denied humanity to blacks for over three hundred years, and to think about the implications of that fact. They need to know about how the black student perceives himself and his place in America. They need to know about the institution in which they work in terms of the effects of its practices and procedures on black students. But most of all they need to know themselves. They need to know their own prejudices and fears and seek solutions to their own hang-ups; they need to get themselves together first. If they are not willing to do these things, then they have no business guiding black students. While this applies primarily to whites, it also applies to some "Negroes."

"To most black students a white personnel worker already has one strike against him because of the students' previous experience with whites and the history of race relations in general. If this worker is too "up-tight" to meet the student in an open, gameless and congruent manner, then he will be ineffective."

. . . Condescension, sympathy, and denial reactions are the feelings that the white personnel worker is most likely to have about the plight of black people in this country; he can never understand or feel what it means to be black in a racist society. If, however, the white personnel worker is able to achieve some of these conditions to a minimal degree, then he may be able to relate minimally to black students; but the black students' lack of faith in the white personnel worker's willingness or ability to help him solve his problems tend to make the white personnel worker totally ineffective.

The problem of the black personnel worker who has not examined himself is that he has a tendency to project his attitudes and feelings on other blacks. He can be just as "up-tight" as the white personnel worker and just as ineffective if the black student sees him for what he really is. An added problem for a black personnel worker working in a white institution is that he must demonstrate his ligitimacy to black students who need to feel that he is someone who is honestly interested in them and not an "Uncle Tom" or a qualified showpiece.**

We need personnel workers who can do more than administer white biased tests. They need to be aware of tests biased in favor of black youth with all items taken from the culture of Blacks such as the "Black Intelligence Test Counterbalanced for Honkies." This instrument is being developed by Dr. Robert Williams, Washington University. We need workers with imagination and the will to take a firm stand to liberate black youth from the shackles of educational oppression, as they have done and continue to do for most white students.

Interestingly, another kind of worker has recently come upon the scene under the name para-professional. The idea is that these persons from the local community make more effective personal contacts with students and parents than the professionals. These workers can do better what professionals felt they had monopolized. This suggests that perhaps more flexible career ladders need to be built into the education scheme so that these sensitive workers can take the place of the insensitive ones. But more than this, if our investment in pupil personnel administrators is to continue, in view of the changes taking place in

our society, there must be some alterations made in their purposes, attitudes and activities, if they are to serve students rather than the educational establishment.

To begin with, the unrest which complicates life in the society is likely to continue, and the unrest related to student life is likely to continue. Pupil personnel workers, because of their powerless status, can only lend partial assistance to students as they attempt to find solutions to matters they deem important. If the present school organization is to continue, I think the pupil personnel administrators and staff should divorce themselves from the chief school officer or institutions and become independent agencies responsible only to students and parents. This could be done on a contractual basis or some form of the "voucher plan." Students and parents would be responsible for selecting the personnel to act in their behalf. They would receive all reports with regard to admission, discipline, placement, human relations, counseling and the entire array of social activities in which students and parents have vested interest.

Those personnel administrators who remain as arms of the chief school officer would serve to coordinate and preserve the position of the administration as they presently do. In matters of dispute and arbitration there would be a balance with one set of workers fighting for the interest of parents and students and the other one for the administration of the system. This arrangement provides personnel workers with the means to be entirely accountable to the population they are intended to serve, and would eliminate conflict of interest with their present boss. In either case the personnel worker should be representative of the various ethnic groups that comprise the community.

In summary, I have suggested that accountability with respect to pupil personnel administration and staff suffers from the same ills as American education

in general. There has always been accountability where the education of white children is involved. The children of minorities obtain the least benefits from the educational system and little, if any, accountability from school authorities. Therefore, the most important business with which minorities should be concerned in the educational development of their children is community control and participation.

Until such condition is a reality, Blacks must insist upon something more than a "token Negro," chosen by whites to sanction decisions fostering white concerns while ignoring those of Blacks. They must insist upon more personnel directors and staff members who are black and demonstrate that they are for "real" when it comes to working with our children. If para-professional from the local community prove to be the best resource for our children to be treated like humans in their development, so be it.

Finally, pupil personnel administrators and staff must withdraw from the administration of chief school officers and become independent agents accountable to parents and pupils. I do not believe that the concept of accountability will become a significant force in the education of all children in the United States until the factors noted are put into the established educational system.

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ACCOUNTABILITY FROM THE POINT OF VIEW OF A CHIEF ADMINISTRATOR

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Accountability is as popular today as the mini-skirt has been in recent years. It is everybody's "thing"; hence, convention programs are centering on how to become more accountable.

Pupil personnel directors have become very important people in the operation of schools for all of the children of all of the people. When we were dealing with a selective clientele, and when school was a matter of "taking it or leaving it," each principal could be a law unto himself. There wasn't the need for coordinating the many special services.

I deem it a privilege to meet with you on the occassion of your Fifth Annual Meeting. Some of my best friends are pupil personnel directors. As you know, a pupil personnel director, more often than any other member of the administrative team, gets problems sent his way from the superintendent's office.

To say that citizenry is disturbed about its schools would be trite, indeed. The nation, as we begin the decade of the 70's, may never have been as disturbed with its educational system as it is today. The reasons are not universally accepted. I am rather certain of some factors, however. For example, our young may well have an empty and meaningless style of life because they have little to do with the things that count--the factors relating to the economy, the welfare of the family, or the improvement of their community. Where is the community? It has disappeared. Dependence brings resentment and rebellion. Bizarre dress,

deviate conduct, and baffling behavior in general may result. A young junior high school football coach made a statement recently, which may be quite revealing: "Too many young people seem lost, empty inside."

In this setting, your job was never more demanding, and of course, never more subjected to public scrutiny. A lack of confidence in public education may be the most devastating development that has occurred in the history of our country. If we lose confidence in public education--the very foundation and pillar of our democratic society--then we are doomed to mediocrity, oblivion, disruption and, ultimately, a new form of government. I do not see this in our immediate future, but I do see reasons for apprehension. I believe it is imperative for us to be knowledgeable about the trends--the meaning of developments.

At times, as one views the American scene, it appears as if we are in a "Revolution" in American education. At other times, the developments resemble something akin to a "Reformation." We can remember that famous "Veto" message of President Nixon. He was talking about reform. On other occasions, however, I'm inclined to believe the American people are regrouping, reassessing and reviewing the position of their schools. They are, perhaps, thinking in terms of a "Renewal"--a renewal of spirit, a renewal of outlook; perhaps raising their horizons a bit--getting the "American Dream" out in front again.

Hence, I wonder at times whether we may be regrouping to generate a new sense of adventure and to set new goals. I wish we had a national commission of experienced practitioners--representative of all sectors of American education--to look at where we are going, where we've been the last half dozen years, and where we could or should go.

When one analyzes the elements of "Reformation," "Renewal," or "Reversal" in the present scene, there are aspects of each in the many movements. If you look at the opening of private schools in the South at the present time, you are startled

at the number of separate schools that are being established. In addition, there are a number of denominational schools, small denominational schools, that are springing up in Ohio and in other states. We are not unaware of the storefront schools that are opening in the ghetto. We are cognizant of the voucher concept that has received a rather sizeable appropriation recently. It, alone, is a whole new approach.

These latter developments seem to say, "Are we going back to the pre-Civil War period?" As I recall being told, my grandfather, who was a student at Otterbein College, was in Missouri teaching as the Civil War broke out. He was teaching the children of a group of families while trying to earn funds to return to college. He taught in accordance with the wishes of one small group of parents. We had what one might call "Pluralism," at that time. As a result, most of American education in that period could be characterized as being in the area of 'Privatism." It was not very successful; only two or three percent of the youngsters were enrolled in a secondary school.

Since that time and especially in recent years, significant improvements have been made in almost every area of education. Why, then, the pervasive sense of crisis? Why has progress produced anger and anxiety rather than satisfaction?

History would indicate that social discontent frequently is the product of social improvement, rather than of stagnation. During his study of America, de Tocqueville observed that the "Evil which was suffered patiently as inevitable, seems unendurable as soon as the idea of escaping from it crosses men's minds."

A society that used to struggle to get the proverbial glass half full, now sees it as a fourth empty. I would submit that we are witnessing a "Revolution of rising expectation." A"Revolution"deeply sensitive to the fact that a nation which can make "one small step for man"--and provide for its observation

240,000,000 miles away by television throughout the world--has to find a way to make the "giant leap for mankind" in eliminating poverty, racial bias, pollution, unemployment, crime... This is the central force brought about by the rising expectations of not only the 200,000,000 Americans, but the 3,580,000,000 human beings on our planet.

This sensitivity to our unfinished work is further compounded by the enormous widening of choice made possible by contemporary society. In past generations, men inherited their occupations, their status, their religion, their life style, and their struggle to survive gave them little time to question anything. Today, by contrast, we are presented with a bewildering range of options. We are forced to choose our occupations, places to live, marital partners, number of children, kind of religion, political allegiance, friendships, allocation of income, and, in general, a style of life. The individual is now required to choose, and, in a sense, to create his own identity. Can education be designed, safely, to help the young choose their identity more positively? To develop purpose and meaning for their lives? Isn't this the important role for the counselor?

If our youngsters are to understand the economic system and develop a sense of usefulness, which is essential to self-respect, then what is the role of the placement director in obtaining part-time employment for those students?

Our form of education has been commendable from the mass standpoint. We have been hampered, however, from the beginning by problems of quantity--more pupils than we could house, and since World War II, with a lack of qualified teachers. Now, for the first time in our history, we are approaching the time when we can move from the quantity struggle to that of quality. This permits a redesign of American education to serve the individual. I am certain that this is where your emphasis in pupil personnel has been, and where you would like it to be.

Recently, in Ohio, a most interesting study was completed by Market Opinion Research of Detroit. It is one of the more revealing and interesting studies that I have seen. It is entitled, "High School Students Look at Their World." As I reviewed the publication, one of the areas which gave me considerable concern was the students' view and respect for the counselor. As you know, we have difficulty in getting additional funding on the Potomac and in our state legislatures to support an expanding counseling service. The reasons may be quite evident when one views the responses of the students on their attitudes toward their counselor. When asked, "When you have a personal problem, with whom would you most likely discuss it?", only 2.9% of those youngsters surveyed responded that they would turn to the school counselor. If the teachers are critical of the counselor, perhaps we should note that they did not come out with flying colors either. The youngsters indicated that only 2.8% would go to the teacher for such advice. The peer group, however, got up much nearer the 50% point.

The public has ways of getting to the school; at this time, one of the ways is to withhold funds; another is to pass legislation requiring academic achievement in certain dimensions before the state may award a high school diploma. California has such a law and others may well be proposed in legislative halls in the coming session.

Some 20 states are moving to use the national assessment instruments in order to determine their state of progress.

Performance contracting is moving rapidly: In this state, one of the more interesting performance contracts concerns the Bannaker School in Gary. The procedure of recording the number of pupil conferences, the numbers of tests administered, the number of child study reports written, the number of homes visited, the number of calls made, and similar statistical information no longer has a substantive appeal in the "Accountability" climate.

We, as professionals, have a responsibility to see that such contracting is well understood and that it possesses integrity. The Texarkana experiences have placed a stigma on the most publicized effort to date. The new emphasis is on--"Does it make a difference? Did you get the job done?", and the like. Norms on standardized achievement tests have ceased to satisfy at least a sizeable segment of our citizenry. These persons are demanding new forms of accountability.

The public may be saying things such as the following:

1. Can you put the counselor on the firing line as is the classroom teacher and the front line administrator? Does he maintain an efficient organization, a daily schedule of interviews? THE ISSUE: Do kids find the counselor helpful and do they report such to their parents and teachers? If so, the counselors' status would be in the bull market of demand for more counselors and with appropriations accordingly.

2. Does the psychologist continue to write voluminous case reports or does he work with people? I gather that the public is saying to us, "Get it people-oriented, get off paper work and get out of the conference area." "Up with people, and down with paper," and "Get to the guts of the problem!" THE ISSUE: Can we get to the psychologist so that he will eliminate his concerns for being ultra-professional and become a practitioner?

3. Do you spend most of your time with the problem children and little time with the normal children? THE ISSUE: The counselors and others should touch base with the normal pupil on a regular schedule--even if it is only a three or four-minute conference, because it would be a rare member of the human race who does

not have some kind of problem. Preventive medicine may become the best kind of medical practice. Preventive counseling could become the bulwark of good school programs.

4. Can testing be directed to positive and immediate diagnostic purposes? I refer to the use of the profile sheet in identifying areas for emphasis. In the important area of emptiness in the lives of young people and the indefiniteness of the future, we are having some success with the OVIS--Ohio Vocational Interest Survey--in helping students select and determine a potential course of study for future employment. THE ISSUE: Offer counsel and offer tangible suggestions; do something. It is far better for a youngster to be preparing for some occupation, even though he switches plans later, than to be drifting.

Your work as pupil personnel directors will grow with each new technological advance, each rampant urban development and each move toward the anonymous society. The school must be the cement that brings us together. It is the only flagpole around which we can rally. The school is the ladder to the 'American Dream' and the 'American Dream' is the most precious of our resources. I urge you to take heart and bring the school into this part of the 20th Century so that the 'American Dream' can again become a bright force in the lives of our young people.

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